

CHAPTER II

REVIEW OF RELATED LITERATURE

This chapter presents an overview of studies on the school counselor's role and the literature pertinent to the present study. Many studies have been conducted in an effort to discover the school counselor's role. Pietrofesa, Hoffman, & Splete (1984) note that reports about surveys of the school counselor's role appeared in *Elementary School Guidance and Counseling*, *The School Counselor*, *Counselor Education and Supervision*, and *The Personnel and Guidance Journal* (Dunlop, 1965; Mayers & Butterworth, 1979; Boser, Poppen, & Thompson, 1988; Helm & Ibrahim, 1985; Morse & Russel, 1988; Remley & Albright, 1988; Russo & Kassera, 1989; Gibson, 1990; Gade & Houdek, 1993; McDowell, 1995; Aderson & Reiter, 1995; Mustaine, 1996; Lopez-Mesel, 1977; Peterson, Waldron & Paulson, 1998).

The Elementary School Guidance and Counseling contains the views of individuals concerned with elementary school counseling; *The School Counselor* deals mainly with the views of those concerned with secondary school counseling; and *The Personnel and Guidance Journal* contains the ideas of professionals in all areas of counseling.

Baker (2000) notes that the common themes from the studies presented in those journals are: (a) the role of school counselors is not well defined; (b) student-to-counselor ratios are too high; (c) counselors are engaged in auxiliary work too often; and (d) different groups have different and conflicting expectations (e.g. students want counselors, parents want consultants, teachers want faculty advocates, and principals want administrative assistants).

The enduring nature of this role confusion indicates that school counselors and counselor educators have not been very successful in meeting the challenges of the twentieth century (Pietrofesa et al., 1984). According to Baker (2000), the school counseling profession is challenged to define and enunciate its roles and functions more clearly as social changes and socioeconomic pressures place new demands on the school counseling for comprehensive guidance programs. More specifically, Baker comments as follows:

In the 21st century, school counselors will probably be more effective if they are able to provide proactive programs that meet and enhance developmental needs, as well as to react to demands for interventions when required. They will be challenged to meet the needs of individuals having different worldviews, as well as of those sharing the same worldviews. Wide-ranging needs and demands will probably require flexibility and a capacity for counselors to be proactive in providing services that enhance the personal and cognitive development

of their student clients, help them acquire useful coping skills, and aid them in becoming multiculturally competent (p. 2).

To meet the above challenges, professional counselors have to (1) be informed and able to establish relationships with individuals in all cultural groups, (2) be able to conceptualize client concerns from their perspective or worldview, and (3) provide proactive programming that is culturally sensitive (Dobbins & Skillings, 1991).

For the purpose of this study, the emphasis of this literature review is given on those studies concerning the roles of school counselors as perceived by students, teachers, and counselors. The studies reviewed here were studies conducted from the period of 1961 to 2000. The review of related studies is organized under the following headings:

1. Studies relating to counselors' perceptions toward their role.
2. Studies relating to students' perceptions toward the counselor's role.
3. Studies relating to teachers' perceptions toward the counselor's role.
4. Studies on guidance and counseling in Indonesia.

1. Studies relating to counselors' perceptions toward their role

The review of literature reveals that confusion still exists regarding the role of the school counselors. Therefore, there is a definite need for further clarification of the role as perceived by the counselors themselves. Goodlad as cited in Sec (1996)

noted that if counselors do not understand what they are doing, their chances of doing their work poorly are greatly intensified. Therefore, Murray (1995) argues that the counselors' perceptions of their role are important, as this contributes to the validation and definition of the role more accurately. Stone & Shertzer (1963) emphasize that the counselor must take the responsibility in defining his role.

In the last four decades numerous studies have explored the school counselor's role as perceived by counselors themselves. Fourteen known studies investigated the professional roles and functions of school counselors (Schmidt, 1962; Dunlop, 1965; Stevic, 1966; Sweeney, 1966; Roemmich, 1967; Muro & Revello, 1970; Carmical & Calvin, 1970; Chamberlain & Delany, 1977; Helm & Ibrahim, 1985; Frank, 1986; Miller, 1968; O'Leary, 1990; Aderson & Reiter, 1995; and See, 1996), seven identified the amount of time spent by school counselors in guidance services (O'Connor & Walshe, 1979; Cureg, 1983; Partin, 1990; Mustaine, 1996; Stiller & Gannon, 1968; Tennyson, Miller, Skovholt, & Williams, 1989; Wilgus & Shelly, 1988), six discussed the need of school counselors for training (Cousin, 1977; Lebsock & Deblasse, 1975; Caravello, 1958; Giordano et al., 1997; Peer, 1985; and Jones, 1970), three explored additional works assigned to school counselors (Maser, 1971; Lopez-Meisel, 1977; and Schmidt, 1962), four identified the obstacles and barriers faced by school counselors in running guidance programs (Srisuvana, 1979; Menon, 1983; Bowman, 1987; and Sandhu, 1993), and five compared the counselor's role as perceived by counselors and other school personnel (Hill, 1978;

Srisuvana, 1979; Stinzi & Hutcheon, 1972; Cochrane & Marini, 1977; Stickel, 1990).

Generally, the findings of studies pertaining to professional roles and functions of school counselors indicate that the school counselor's role should include specific areas of concerns related to personal, educational, and career guidance. In 1962, Schmidt studied the actual and ideal roles of secondary school counselors as perceived by counselors in the state of Missouri. An instrument with 50 role statements was used to collect the necessary data. The instrument covered five categories of counselors' functions, namely, assisting students, assisting teachers, assisting administrators, assisting parents and community, and assisting the school. About 48 counselors were selected as subjects of the study. The sample was drawn from urban and non-urban schools in the state of Missouri. According to the findings of his study the ideal function of secondary school counselors as perceived by counselors include counseling of students with personal or social problems, vocational and educational counseling, and interpreting test results for individual students.

According to Dunlop (1965) the ideal roles and functions of school counselors should include four main areas of concerns, namely, educational counseling, vocational guidance, testing and diagnosis. Dunlop conducted his study in California and the data was collected using a questionnaire of 42 items describing a counselor's responsibility in the following seven counselor responsibility areas: vocational

counseling, educational counseling, personal counseling, testing and diagnosis, administrative-clerical duties, teacher-role expectancy, and professional conduct. The questionnaire was administered to 25 counselor educators and 25 high school counselors.

The findings of studies by Stevic (1966) and Sweeney (1966) show that school counselors have broader functions than was reported by Schmidt (1962) and Dunlop (1965). These functions include: (a) providing services to individual students, (b) establishing and maintaining relationship with the staff, (c) establishing and maintaining relationship with the community, (d) providing services to groups of students, (e) promoting the general school program, and (f) accepting professional responsibilities. They further stress that identifying the appropriate role of the school counselor is crucial for continued growth and effectiveness of guidance programs. Unless and until the functions of the school counselor is established, understood, and accepted by the counselor and his public, the growth of guidance and the movement toward professionalization will be hindered. In his study, Stevic used two instruments. In the first instrument the counselor was asked to indicate an activity he preferred most and one he preferred least. The second instrument was constructed to determine the degree to which the school counselor was performing certain functions. About 220 counselors were contacted and asked to complete the instrument; 171 correctly completed the instrument of the study. Sweeney's study was done in Ohio using the same instrument and the same number of respondents (220 counselors).

An attempt to evaluate the performance of school counselors in providing counseling services to students has also been done through various studies. Roemminch (1967) reported that school counselors felt they always performed their duties and tasks. The most frequently performed tasks as checked by the counselors are: (1) conducting research on student characteristics, (2) filing material in personal files, (3) furnishing pupil data to employers, (4) counseling students concerning school rules and regulations, (5) serving as chairman of the school guidance committee, (6) assisting students in preparing employment applications, (7) administering individual intelligence tests to students, (8) participating in committee activities, (9) making home visits, and (10) conducting follow-up studies of special referrals. In this study, Roemminch included 50 trainee counselors in San Diego State College as the subjects of the study. The trainees were either senior high school or junior high school counselors. Each respondent was given a list of counselor's functions that contained 132 tasks and asked to rate the degree of importance and performance of each task.

In support to the findings of Roemminch's study, Muro & Revello (1970) pointed out that counselors felt they always performed fully the majority of the guidance program in terms of personal, educational, and vocational concerns. The findings also show that there is a difference between students and counselors in their perceptions of the performance of a majority of guidance services. Students reported that counselors were not performing a large number of guidance services, while counselors felt they always fulfilled these functions. One possible reason for this

difference is counselors were not effectively communicating the nature of their duties to the students. The subjects of this study consisted of 81 full-time counselors and 399 high school students in the state of Maine during the school year 1966-1967. The schedule of Educational-Vocational Guidance Services Inventory by Davidson was used to collect the necessary data. Counselors and students were asked to rate the extent of counselor's performance on each of the 92 items. Services on the inventory are broadly grouped under the categories of information, counseling, follow up, orientation, and placement services.

Carnical and Calvin (1970) conclude that counseling per se is being viewed as a primary function of the counselor's role, rather than as a process by which to convey guidance principles, as traditionally thought. In collecting the necessary data, the Counselor Function Inventory (CFI) by Shumake and Oelke was used. The CFI was chosen as the measuring instrument because it appears to be representative of duties of sufficient length, covering those areas traditionally associated with counseling and guidance. The CFI is a 77-item listing of duties, utilizing a 1-5 Likert scale with 1 indicating a favorable response and 5 an unfavorable response to counselors performing each task. The subjects of this study were 153 employed counselors in the public schools surrounding the Houston area.

In 1977, Chamberlain and Delaney studied the performance of 37 counselors in providing guidance services in Ireland. The findings show that counselors always performed personal counseling, vocational counseling, and testing as they considered

those services to be essential in their role. Twomey as cited in O'Leary (1990) ran a similar study in the same country. In her study of 19 guidance counselors, she reported that, overall, counselors considered individual personal counseling to be their main task. Vocational and educational counseling also constituted a significant part of their role. Although this study is limited in terms of sample size, it does, however, point out the importance of the counselor's role in personal, educational, and vocational guidance.

In their study, Helm & Ibrahim (1985) evaluated the importance of the counselor's role as perceived by counselors themselves. They found that counselors viewed personal and educational counseling and public relations as important functions of the school counselors. The findings of the study also reveal that counselors viewed job placement and vocational/career counseling as important. The study was done in Connecticut, using the Connecticut Needs Assessment Survey of the role and function of the secondary school counselors. About 144 survey instruments were sent to counselors from 30 schools in Connecticut, and 131 (93%) completed surveys were received.

Frank (1986) also investigated the perceptions of counselors toward their roles. The findings indicate that secondary school counselors seemed to stress on the following roles: direct contact with students, often on a one-to-one basis, facilitate structured interventions, provide educational counseling, scheduling and placement, career guidance, orientation, and registration. In this study, about 404 counselors in Iowa

completed the questionnaire by ranking their perceptions toward actual and ideal counselor's role in each of the 13 areas of responsibilities.

Miller (1989) examined the functions of counselors in 419 public schools that have been recognized as excellent by the United States Department of Education and concluded that the school counselor's role should include eight important functions. The eight functions are career assistance, coordination, counseling and consultation, professional development, educational planning, organization, assessment, and discipline. In this study the Counselor Function Form (CFF), with a total of 34 functions, was used to collect the data. Each of the functions was rated by the counselors using the following scale: Not important (1), Somewhat important (2), Of average important (3), Important (4), and Essential for the counseling program (5).

Anderson and Reiter (1995) in their article entitled "The Indispensable Counselor" identified seven professional roles that made a counselor indispensable to the schools: (1) humanness, (2) professionalism, (3) expertise as a program creator, (4) team player, (5) facilitator, (6) public relations expert, and (7) futurist. They further say that counselors who work in a strong guidance program and who embody these characteristics are a vital force in education. They are prepared to meet the demands placed on them by students of today and of the twenty-first century.

See (1996) carried out a study on the secondary school counselor's role in Malaysia. The purpose of her study was to explore the perceptions of secondary school administrators, counselors, and teachers in Peninsular Malaysia regarding the actual role of the school counselor and the importance of the role in meeting the needs of the students. The data were collected using the Counselor Role Assessment Survey (CRAS). The CRAS covers six major roles of the secondary school counselors, namely: (1) individual and group counseling, (2) developmental, educational and career guidance, (3) assessment and appraisal, (4) consultation, (5) coordination and management of developmental and comprehensive programs, and (6) professional ethics, personal growth and development. The subjects were asked to rate how often the school counselor performs his functions and the importance of the functions of the counselor in meeting the students' needs. About 183 administrators, 190 counselors and 176 teachers from Johor, Selangor, Terengganu and Penang participated in the study. The findings of the study indicate that although school counselors have awareness of the importance of their roles and functions, their performance is found lacking. School counselors were seen not performing their roles as much as they were required.

Another important aspect in evaluating school guidance programs is to look at the amount of time spent by counselors in guidance services. Research has been done to study the opinions of counselors with regards to the actual time spent on guidance activities. The review of literature indicates counselors considered individual counseling as the most paramount activity. Such a study was done by Stiller &

Gannon (1968) who studied how school counselors spent their time in running guidance programs as perceived by the school staff (principals, teachers, administrators, and counselors) and students in Rochester, New York. All respondents agreed that the counselor should spend a major portion of his time in individual counseling. Counselors felt that the school counselor should use 50-75% of his total time on individual counseling, while teachers, administrators and principals felt that he should use only 25-50% of his total time on counseling.

A study by O'Connor and Walshe (1979) indicated that counselors spent 54% of their time on individual counseling, 6% on group counseling, 22% on conferences with parents, and 10% working with outside agencies. The findings further show that counselors spent one-third of their time on activities not related to guidance and counseling activities, and 20% related to subject teaching. O'Connor and Walshe conducted the study in Ireland and 38 counselors were involved.

Esdicul and Ty as cited in Cureg (1983) compared the ideal and actual percentage of time spent on guidance activities by 1,266 public elementary and secondary counselors from 71 school divisions in Philippines. In general, the findings reveal that the percentage of actual time devoted to the guidance activities were considerably less than the percentage of the ideal time.

Wilgus and Shelley (1988) conducted a study on how school counselors should be spending their time in guidance functions. School counselors from seven elementary

schools in the Tigard School District were asked by the director of special education to participate in this study. The counselors were requested to rate the importance of the fifteen counselor's functions: parent education, guidance and counseling-oriented meetings, non-guidance and counseling-oriented meetings, individual counseling, group counseling, classroom programs, recognition programs, staff consultation, individual testing, group testing, staff development, referrals, classroom observation, parent contact, and others. The findings of the study indicate that school counselors spent 48% of their time in individual counseling and staff consultation. Guidance and counseling meetings, parent contact, and group counseling, consume 24% of counselor's time. The remaining nine functions account for 30% of the counselor's time. Counselors spent 5% or less of their time on each particular function.

Tennyson (1989), on the other hand, reported that counselors spent a greater amount of time doing educational and vocational guidance. Counselors also reported that small group activities to promote personal awareness and growth were important. Tennyson conducted his study in Minnesota with about 155 secondary school counselors.

Partin (1990) ran a similar study and found that counselors prefer to spend more time in individual counseling, group counseling, and professional development activities. They spent less time in testing and student appraisal and administrative and clerical activities. The findings also indicate that although counselors actually

spent approximately 40% of their time doing individual or group counseling, they would prefer to allocate at least 50% on counseling activities. In this study questionnaires were sent to 300 counselors in Ohio. The instrument contained a listing of the major categories of counselor activities based on the nine dimensions of guidance set forth by the Ohio Department of Education. The respondents were asked to indicate the ideal percentage of time they would prefer to spend on counseling activities. Two hundred and ten completed questionnaires were returned, representing a 70% response rate.

In 1996, Mustaine examined the differences between Ontario school counselors' actual versus preferred time spent on counseling program. He reported that counselors wanted to spend more time doing group guidance, educational and occupational planning, and placement and follow-up. Counselors also wanted to spend less time doing administrative tasks.

It is also apparent that school counselors are sometimes assigned additional works not related to counseling. Schmidt (1962) noted that school counselors felt they should not be occupied with keeping attendance, supervising audio-visual programs, substituting for the principal, researching teachers' classroom tests, and preparing transcripts for colleges. Schmidt conducted this study in Missouri where 48 counselors and 48 principals were selected as the subjects of the study.

In his study, Maser (1971) attempted to resolve some of the confusion about the counselor's role in order for school counselors to perform their duties and tasks more effectively. The study was done in the Highline Public School District, Seattle using the Counselor Function Inventory (CFI) developed by Shumake & Oelke in 1967. The CFI consists of 77 statements of function in the following seven areas of counselor services: placement, counseling, follow-up, orientation, student data, information and miscellaneous. The entire population of the secondary school counselors and administrators in the Highline District responded to the Counselor Function Inventory. The findings of the study suggest that school counselors should be exempted from performing duties outside the counseling profession, such as checking staff attendance and clerical tasks. This is because counselors' engagements in administrative tasks outside their profession create overwhelming stress for professional school counselors. Similar findings were reported by Lopez-Meisel (1977). He concludes that counselors want more professional counseling responsibilities and less involvement in clerical and administrative tasks. Lopez-Meisel carried out this study in Oklahoma to identify the differences between the actual and ideal role of counselors as reported by principals, teachers, counselors, and students.

The need for training for counselors has been examined in a variety of studies. Commenting on the importance of training for school counselors, Caravello (1958) pointed out that trained and experienced school counselors who have sufficient time for counseling could meet more effectively the basic guidance needs of high school

students. Jones, Steffle, and Stewart (1970), in their book entitled *Principles of Guidance*, suggest that school counselors need professional training related to ten areas of guidance activities: (1) philosophy and principles underlying guidance and other pupil personnel services, (2) the nature and range of human characteristics and method of measuring them by individual appraisal, (3) vocational development theory, (4) educational and occupational information, (5) counseling theory and practice, (6) statistical and research methods, (7) group procedures in counseling and guidance, (8) professional relationship and ethics, (9) administration and coordination of guidance, and (10) supervised experience.

Lebsock and Deblassie (1975) studied the school counselor's role in assisting exceptional students enrolled in special and regular school programs in the southwestern region of the United States. This study focuses on the counselor's self-reported training and perceived and projected roles. It sought to determine the need for training in serving exceptional students. A total of 730 public school counselors in the southwestern states of Arizona, California, Colorado, Nevada, New Mexico, Oklahoma, Texas, and Utah were randomly selected to participate in the study. Only 359 counselors or 49 percent returned the questionnaire. Realizing the need for additional training in special education, 31 percent of the counselors indicated they plan to enroll in coursework directly related to serving exceptional students. Approximately 71 percent said they would enroll in special education related courses if they were readily available to them. The data obtained in this study support the need for more comprehensive training related to exceptional students. Another study

by Causin (1977) suggests that in-service training and staff development programs are definitely needed by school counselors. Causin's study involved 116 certified Philadelphia public secondary school counselors.

Peer (1985) conducted a national study on the status of secondary school guidance program in the United States and concluded that school counselors need to develop written goals and plans, as well as clarifying their program responsibilities, directions, and evaluations. In this study, 37 of the 50 state directors returned the survey questionnaires, constituting a 74% return.

Giordano, Schwiebert, and Brotherton (1997) surveyed approximately 374 school counselors in Illinois regarding their perceptions of the usefulness of selected tests in school counseling and the need for school counselors-in-training to receive instruction on selected tests. The Clinical Mental Health Assessment Survey (CMHAS) was used to collect the necessary data. The respondents were asked to indicate the usefulness of 43 instruments in counseling on a 5-point Likert scale with 1 being not useful in counseling and 5 being essential in counseling. They found that even though counselors reported that they believed in the usefulness of a wide range of assessment instruments (intelligence tests, personality inventories, achievement tests, eating disorder inventories, depression assessments, and interest inventories), they tended to use a narrower range. The assessment instruments used most often were primarily achievement tests and interest inventories.

There are few studies on the obstacles faced by school counselors in running a guidance program. Promsiri as cited in Srisuvana (1979) conducted a survey on the attitudes of teachers toward school guidance services in Thailand. He noted the following weaknesses in the guidance programs: lack of personnel in guidance services, lack of research on students' needs, lack of funds, lack of coordination between the school counselor and other staff members, lack of support from the administrators, and inadequate facilities. Lack of support from other school personnel as reported by Promsiri is consistent with the finding of a study by Sabme (Srisuvana, 1979). In her study on the guidance and counseling programs in educational institutions in Thailand, Sabme found that lack of cooperation from other school personnel were due to the fact that school counselors do not inform the institutions about their services and have no direct involvement with other staff members.

Menon (1983) investigated the opinions of guidance teachers regarding some of their problems in the implementation of guidance programs in secondary schools in the Federal Territory, Kuala Lumpur. The findings of the study show that guidance teachers face problems in some areas, such as time allocation and workload, lack of time for counseling during school hours, guidance teachers not being relieved of additional responsibilities unrelated to guidance and neither are they being given a lighter timetable than their colleagues, lack of professional training, and lack of support from teachers, parents, and school administrators.

Bowman (1987) carried out a study to identify the major barriers in implementing counseling with small groups of students. Using the national membership list of the American School Counselor Association, he randomly selected samples of counselors by computer: 200 from elementary schools, 200 from middle or junior high schools, and 200 from high schools. Of the 600 survey instruments sent, 361 were returned (60%). The findings indicate that the most frequently-faced barrier in implementing small group with students was lack of time. The second most common barrier was getting students from class: only 13% of the elementary, 21% of the middle and junior high, and 15% of the high school counselors giving this type of response. The remaining barriers faced by counselors are (a) lack of support from administrators and parents, (b) resistance from other counselors, (c) lack of space, (d) lack of self-confidence, and (e) doubts on small-group effectiveness.

Sandhu (1993) pointed out that school counseling is a profession in trouble and counseling positions are in constant danger of being eliminated by school boards faced with budget restraints. According to him, several factors contributing to this low profile and bad image include a lack of recognition of school counseling as a distinct profession, a lack of well-defined school-counselor roles, a burdensome amount of routine administrative assignments, and a very high counselor-student ratio. Sandhu further says that school counselors need to take steps to empower themselves. They need to take a more central position in schools by claiming professional credibility, asserting their significance, and taking a more proactive role in their jobs.

The concepts of the counselor's role as perceived by counselors and other school personnel have been examined in a variety of studies (Stinzi & Hutcheon, 1972; Hill, 1978; Srisuvana, 1979; Stickel, 1990; and McDowell, 1995). Generally, the findings show that counselors have more favorable perceptions toward their own role compared to other respondents.

In their study, Stinzi & Hutcheon (1972) compared the perceptions of students, teachers, administrators and counselors themselves in Puget Sound. A total of 56 counselors, teachers, and administrators as well as numerous students were interviewed. The interview focused on the definition of the role of counselors. The findings show that there was a general agreement among counselors, students, and administrators, even though none is all inclusive. They agreed that counselors are not assigned administrative tasks, are not responsible for punitive discipline, and should be given the opportunity to perform their professional responsibilities. The study also suggests that the efficiency of the counselors can be improved through freedom from unrelated tasks and the availability of time to concentrate on their primary duties. Cochrane and Marini (1977) in their article entitled "Mainstreaming Exceptional Children: the Counselor's Role", concluded that the school counselor shares his special skills with others in order to bring about constructive changes in the individuals and institutions. This suggests that counselors and other school personnel could work as a system to facilitate the development of children. In short, it is understood that counselors and other school personnel should work hand-in-hand and have united efforts in order to help each student meet his needs.

Hill (1978) conducted a study on the perceptions of counselors, students, instructors, and administrators toward the current and desired role of counselors in Saskatchewan post-secondary institution. The respondents were asked to rate 79 possible counselor's functions. The results indicated that: (1) a high percentage of students and instructors did not know the current functions of the counselors; (2) the counselors' perceptions of their priorities were inconsistent with other subjects' perceptions; and (3) counselors appeared to be aware of the priorities placed on various counseling activities by students, instructors, and administrators.

Srisuvana (1979) also studied the counselor's role as perceived by counselors and students in the public high schools in Bangkok, Thailand. The main purpose of the study was to determine how counselors and tenth and twelfth grade students perceive the counselor's role expectation and performance. A sample of 160 tenth grade and 160 twelfth grade students were selected through a stratified random procedure from the public high schools. Forty counselors in these schools were included in the study. A self-developed questionnaire with 37 items describing the counselor's role was used. The findings of the study revealed that counselors significantly differed from tenth-grade students in their perceptions toward the counselor's role performance in the areas of: (a) counseling, (b) referral, (c) local research, and (d) student appraisal. Tenth and twelfth grade students differed in their perceptions of the counselor's role in the areas of: (a) counseling, (b) placement, (c) student appraisal, (d) consultation with staff, and (e) consultation with parents.

Stickel (1990) studied the differences between the perceptions of school counselors and principals toward the ideal and actual roles of school counselors. The study used the Counselor Role Inventory (CRI) to collect the necessary data. Sixteen survey questionnaires were consolidated into four role functions: prevention, remediation, commitment, and sub-professional duties. The findings indicate that counselors viewed their principals as favouring less prevention, remediation, and commitment functions, while favouring more sub-professional duties than was actually noted by principals. The results further emphasized that counselors and principals should recognize areas of agreement concerning the school counselor's role and act constructively on this point. This shows that counselors can strengthen their roles, enhance their counseling, and increase their effectiveness by understanding their respective principals' points of view.

McDowell (1995) identified the differences in the perceptions of administrators, counselors, and teachers regarding the role of secondary school counselors. A questionnaire was distributed to a sample of 40 principals, counselors, and teachers employed by Bryan Independent School District in order to solicit their opinions regarding the various roles of school counselors. Data from the 34 returned questionnaires indicated no significant differences in the perceptions of counselors, administrators and teachers toward the role of secondary school counselors in performing personal counseling, group counseling, and academic counseling. However, the data showed that there was a significant difference in the expectations

of teachers as compared to administrators and counselors regarding the issue of planning the master schedule, scheduling students, and/or balancing class loads.

The studies cited above lead to the conclusion that the role of the school counselor has been an issue and subject to debate for the past four decades. The review of the literature also reveals the broad, complex, multifaceted roles of school counselors, which indicate their particular professional identity. The studies further show that school counselors face a variety of barriers in running guidance programs. Therefore, it is important for school counselors to identify their own roles and functions and to communicate their roles to the teachers, administrators, students, and parents so as to enable them to carry out the guidance programs more effectively.

2. Studies relating to students' perceptions toward the counselor's role

This section reviews studies on students' perception toward the counselor's role. According to Annand (1996) students are the primary recipients of school counseling services and they experience a variety of concerns during their school years. Therefore, it can be argued that there is a need to better describe how students view the role of the secondary school counselors and to what extent they feel their counselors have been of real assistance to them. In other words, counselors must identify their roles from the viewpoint of the students. This is because counselors are identified by the functions they emphasize, and that changes in emphasis can bring about changes in identity (Riper, 1971). In addition, Schmidt (1993) suggests that to meet the different needs of children in the present day, school counselors must clearly and aggressively define their roles and functions as reported by students.

A variety of studies have been conducted in an effort to investigate students' perceptions toward the counselor's role. The central themes of these studies are role identity of school counselors (Mason, Arnold, & Hyman, 1975; Srisuvana, 1979; Hafemeir, Bischoff, Jacobs & Osmon, 1998), students' acceptance toward guidance program (Schultz, 1963; Musgrove, 1973; Boser, Poppen & Thompson, 1988; Danial, Pier & D'Andrea, 1997); student problems (Mezzano, 1971; Mayer & Butterworth, 1979; Hutchinson & Reagon, 1989; and Armacost, 1990), and reasons for seeking counseling services (Ngho, 1989). Generally, the findings of these studies indicate that students hold a twofold perception toward counseling services,

favorable and unfavorable. The favorable perception, in general, shows that the counselor is viewed as being in the leading position of those who can help students with their academic, social, emotional, and vocational development. The unfavorable perception, on the other hand, indicates that students do not see counselors as the major source of assistance as they spent most of their efforts on duties not relevant to the counseling profession and spent little time on students.

Studies have been done in an attempt to discover the role of school counselors. Friedman and Grillberg (1975) conducted a study to identify the roles that counselors should play as perceived by students at the City University of New York. The respondents were asked to indicate the functions they think school counselors should perform in schools. The findings show that students felt that the school counselors should serve as curriculum advisers, teacher consultants, and career advisers. More importantly, students felt that the school counselor should work more with parents, outside agencies and the community at large. This suggests that in performing their duties school counselors cannot depend solely on the school community's definition of their role and function.

In their study, Mason et al. (1975) proclaimed that the functions of the counselors are maintaining discipline and attendance, parental communication, programming, counseling, vocational advising, college advising, and testing. The sample of their study included 356 students and 153 parents in New Jersey. A questionnaire with 44 items was administered. The respondents were asked to rate the counselor's

functions. Rating was made on a 5-point scale from *no importance* (1) to *extreme importance* (5).

A study by Lopez-Meisel (1977) investigating the perceptions of students toward the actual and ideal role of public school counselors in Oklahoma, reported that students want more of all the basic counseling functions such as personal, group, drug and career counseling. They also want professional services in the area of job placement, scholarship information, and test interpretation. The role of counselors, at least in the mind of the students in this investigation, is one of a helper who provides certain special information related to personal, educational, and vocational guidance.

In Bangkok, Thailand, Srisuvana (1979) conducted a study on the counselor's role as perceived by students and counselors in public high schools. The findings of the study indicate that the ideal role of school counselors as perceived by students includes counseling, educational and occupational planning, placement, referral, local research, student appraisal, staff consultation, and parent consultation. Srisuvana's findings were later supported by the findings of Hafemeier et al. (1998) who pointed out five major role functions of school counselors: assessment, consultation, intervention and counseling, research and evaluation, and administration. The counselors' roles as identified by Mason et al., Lopez-Meisel, Srisuvana, and Hafemeier et al. appeared to reflect very accurately the functions of school counselors.

There are numerous favorable studies on the perceptions of students toward the counselor's role (Kerr, 1962; Schultz, 1963; Musgrove, 1973; Bigelow and Humphreys, 1967; Boser et al., 1988; Danial et al., 1997). In 1962, Kerr conducted a study on students' perceptions toward the counselor's role in aiding them with the college decision-making process. The samples from which data were collected for this study included 1,350 seniors from 33 Iowa public high schools planning for college. A 14-item questionnaire was administered to the students. The students were asked to rank or briefly state their feelings concerning the role which they felt the counselor should play in the college decision-making process, and the effectiveness with which this role was being fulfilled. The findings of the study indicate that students favorably perceived their school counselor as a source of information with regard to academic matters.

A favorable perception of students toward the counselor's role is also reported by Schultz (1963) who carried out his research in Grosse Pointe, Michigan. A sample of 100 subjects was drawn from the 1960 graduating class of 712 students. Data were collected using a 25-item questionnaire, which was mailed to the respondents approximately 10 months after graduation. The findings of the study show that students were able to discuss problems freely with their counselors; the role of the counselor in discipline did not materially affect rapport with the students; the counselor was accessible when needed; and problems were carried to a satisfactory conclusion.

Four years later, Bigelow and Humphreys (1967) investigated the perceptions of students toward the counselor's role in two northern New England high schools, one in Vermont, and the other in Maine. The subjects of their study were 100 students from a Maine high school and fifteen senior students from a Vermont high school. The results show that the students appeared to have consistent and well-defined ideas concerning the role their school counselors should play. They felt counselors were there to help them with their vocational and educational problems, schoolwork adjustment, and curriculum and teaching procedure.

Larson and Rice (1967) found that students preferred to discuss academic matters (program changes, tests, and grades) than other matters, such as disciplinary matters and personal problems. In their study, Larson and Rice took a sample of 249 students from the eighth, ninth and tenth grades of two junior and one senior high schools in a southern California city. These students were grouped into Aggressive, Well-adjusted, and Underachievers. Aggressive students were those with a history of behavior defined by the raters as undesirable in a school. Underachievers were those with a serious discrepancy between IQ and actual achievement. Well-adjusted students were those who had no adjustment problems. A self-developed questionnaire was used to collect information concerning the students' perceptions of the counselor and his functions.

In 1967, Hopke & Brahaney also found that students felt that the counselor was interested in them personally. The findings further revealed that, generally, students felt that they were free to discuss personal problems with the counselors. About 41 schools from 16 counties in Florida were selected for this study. The selection was made on the basis of factors such as size of school, geographic location, and type of population served (e.g. rural versus urban). There were 30 items in a questionnaire consisting of questions that could be answered with a "Yes" or "No".

Riper (1971) in his study identified the perceptions of ninth grade junior high school students toward the counselor's role. The samples of the study were ninth grade students (N=735) from 14 to 23 junior high schools in Macomb County, Michigan. The students were asked to rate the functional and professional role of counselors. The findings indicate that counselors are identified by students as those who help with educational planning and, to a lesser extent, as those who help with school problems.

Musgrove (1973) supported the view that students, in general, held favorable perceptions toward school counselors. He found that juniors and seniors exhibited the same degree of favorable attitude but the sophomores were significantly more favorable towards the guidance office than the two upper level classes. The subjects of the study were chosen from students of grades Ten, Eleven and Twelve in West Central Florida public high schools. The instrument used was a 22-item Likert-type scale developed by Arnold L. Form.

Myrick & Dixon (1985) conducted a study on the effectiveness of group counseling in changing students' negative attitudes and behavior toward school in Orange County, Florida. The samples of their study were 59 students who received group counseling and 59 students who did not receive group counseling (N=118). The findings show that students who received group counseling improved their classroom behavior significantly more than those who did not receive group counseling ($F = 8.48, p < .001$). The findings also show that group counseling was effective in changing students' negative attitude and behavior toward school.

The positive perception held by students toward individual and group counseling was also reported by Wiggins & Moody (1987) who evaluated the effectiveness of school counseling by focusing on students' perceptions toward the various parts of the counseling program and then relating these evaluations to reported time-task emphasis of counselors. Seven junior high or middle schools and four senior high schools were included in the study. The schools were located in a four-state mid-Atlantic region of the country. Of the schools selected, four schools were located in the rural areas and the rest were suburban. The findings show that counselors who spent the most time doing individual and group counseling were rated as most effective.

Boser et al. (1988) in their study on the guidance program in Tennessee public schools identified seven school systems for the study. Three of the systems employed one counselor per school and had enrolments of under 600 students. Two

of the systems employed one counselor per school, with enrolments ranging from 750 to 1,000 students. The remaining two systems employed one counselor for three to four schools, with the total number of students ranging from 1,000 to more than 2,000 students per counselor. Data were collected from 1,663 students, 1,075 parents, and 320 school staff members. The findings show that students, parents, and staff members perceived school counselors as providing a valuable service regardless of the student-to-counselor ratio. It is also found that counselor availability to students has a significant impact on their perceptions toward counselor effectiveness. As the student-to-counselor ratio increases, the number of students who cannot be adequately served by the counselor also increases, thus reducing the overall effectiveness of the counselor.

The positive impact of guidance services on students' attitudes and behavior is also reported by Hughey, Gysbers & Starr (1993) who studied the perceptions of students, parents, and teachers toward the school guidance program using the Missouri Comprehensive Guidance Program (MCGP). Approximately 280 students, 125 parents, and 150 teachers completed the instrument. The findings, in general, indicate that students, parents, and teachers have positive perceptions toward the guidance program. This means that the guidance program and the counselors implementing the program do have an impact on students. More specifically, from the students' points of view, the counselors were doing a good job and should continue in the same manner. A number of students felt that more publicity was needed.

In their study, Danial et al. (1997) examined the perception of homeless students toward the counselor's role in Hawaii. About 21 homeless students (aged 11 to 16) were interviewed. The results of the study indicate that school counselors are seen in a pivotal position to help students with academic, social, and emotional development. One possible explanation for having this favorable perception is that school counselors were very concerned with the students' welfare.

Mezzano (1971) reported the finding of a study which concluded that boys and girls in grades nine through twelve were most concerned about their vocational and educational future, while boys in grades seven and eight were most concerned with home, family and school; and girls in grade seven and eight were most concerned about their health and physical development.

Redfering and Anderson (1975) also reported that students faced various problems. The findings of their study indicate that students considered the following factors as more important than did the counselors and counselor educators: future, health, money, job, personal appearance, physical safety, religion, and war/world problems. Students perceived drugs as less importance than did counselors. A total of 1,800 students from five high schools in northwest Florida participated in this study. The survey instrument consisted of 15 items concerning today's youth. The respondents were asked to rate the problems on a 7-point Likert type scale. A rating of 1 was indicative of high importance, whereas 7 indicated that the item was of little importance.

Hutchinson and Reagan (1989) examined the type of problems for which selected high school seniors (N=1,734) would seek help from high school counselors. The results showed that students felt more comfortable talking to counselors about school-related administrative concerns than about personal problems. Armacost (1990) surveyed high school students (n=1,301) to identify possible sources of stress. The sample included students in grades 9-12 from a moderately large, contemporary, independent, suburban high school in a major Mid-Western metropolitan area. The questionnaire focused on three general areas of student life: academic, social life, and external influences. The results indicated fear of theft, jobs, teacher accessibility, and racial tensions contributed to perceived stress in varying degrees. The results also indicated that students felt most comfortable with school counselors in talking about a personal problem. Counselors were more likely to be seen as accessible by students with higher stress levels than other school staff.

Griggs and Dunn (1990) in their article "A Step-by-step Guide to Dealing with Shifting Cultural and Family Values", pointed out that problems that youths confront are as a result of societal changes and shifting family values that have the potential to disrupt or impede the educational, social, and/or emotional development of students. In this respect, students' problems should not be taken for granted. It is the responsibility of school counselors to provide students with an effective means to assist them in solving their problems and achieving their developmental goals.

Students might have a variety of reasons for seeking counseling services. Ngoh (1989) studied the reasons why students did not seek counseling when faced with problems from the perception of students, teachers, and counselors in seven selected secondary schools in Malacca, Malaysia. The respondents consisted of 458 students, 56 teachers and 14 counselors. A number of conclusions were drawn from the study. Among the conclusions are: students seek counseling because they are unable to get help from their friends and parents; they find that the counselors are more trustworthy and helpful than their friends and parents; they want to change for the better; they know the importance and benefits of counseling; they perceive the role of the counselor as different from the discipline teacher; the career and counseling activities in the school are well and extensively organized; and finally because they are well-informed about the counseling services and the counselor's role in the school.

Despite the favorable perceptions held by students toward the counselor's role as mentioned above, the review of studies also reveals that students are often confused and uncertain about the guidance program. One possible reason is that school counselors have not clearly explained guidance services to students. One such early study was done by Heilfron (1964) who investigated the perceptions of students toward the role of the high school counselor in California. The specific question investigated was: What types of students or kinds of problems high school students feel counseling is required and to what degree? A questionnaire composed of 14 brief descriptions of different types of students and 5 degrees of counseling was

administered to 107 high school students. Two major findings emerged from the study: (1) high school students felt that students who are performing well academically and socially need much less counseling than those who are intellectually inferior, socially immature, or unrealistic in their aspirations; and (2) only students who display obvious character disorder should be referred to agencies outside the school for professional help. These two findings suggest that students expect counselors to devote themselves to individuals who exhibit overtly that they have problems, possibly to the exclusion of students who need help not necessarily in overcoming social or intellectual handicaps, but in finding the best way to use their resources. These findings seem to suggest that well-performing students will be discouraged from availing themselves of counseling services.

Two years later, Gibson (1962) conducted a study on students' opinions of their school guidance programs. About 904 high school students took part in the study. The instrument used was a questionnaire of 45 items covering the following areas: (1) general information, (2) individual analysis, (3) counseling, (4) educational and vocational information, and (5) group activities. The findings of the study indicate that students were not sure of the counselor's role in school. They felt that the guidance program had not been described, explained or outlined to them in any way while they were in school. Gibson also found that students preferred talking to fellow students and parents rather than to school counselors. In short, the study showed that students had misconceptions with regard to the functions of the guidance program.

The negative perceptions held by students toward the counselor's role is also reported by Strowing & Sheets (1967) who investigated the perceptions of students toward the counselors' role in Wisconsin. One of the research questions in this study was: Will students' perceptions of staff members change when these staff members leave the role of dean and begin to work in the role of counselor? Data were collected using the Semantic Differential and the Counseling Satisfaction Inventory (CSI). The sample consisted of a random selection of students from one high school in the district who were in the freshman, sophomore, and junior classes in the Fall of 1961. The findings of the study indicate that students perceived counselors more negatively as counselors than as deans. This result is somewhat discomfoting to those who feel that counselors should be regarded more favorably by students than deans, especially since the former do not deal with discipline.

In their study, Stiller & Gannon (1968) attempted to find out the perceptions of students toward the counselor's role in a high school in Rochester, New York. It was found that a majority of students do not see counselors as the major source of assistance, even in the area of educational decision-making. Students also felt that conferences with the school counselor did not help them in understanding their abilities, interests, and limitations. Surprisingly, a majority of the students (80-90%) thought that they received no help from the counselor in planning extra-curricular activities.

Friedman & Grillberg (1975) also found that students negatively perceived their school counselors. They studied the attitudes of students who enrolled in teacher education and graduate students in elementary and secondary education courses, toward the guidance program at the City University of New York. Respondents were asked to answer two open-ended questions: first, to define the role they felt their school counselors served when they were in high school, and second, the function they think that school counselors should perform in schools. The responses to the first question were, for the most part, negative, describing their guidance counselors as "doing nothing", vague disciplinarians, close-minded figureheads of the administration, and interested only in college-bound students.

In Malaysia, Symons (1977) studied the opinions of school administrators, guidance teachers and students regarding the guidance program in secondary schools. About 280 students, 25 school administrators and 20 guidance teachers from 14 English medium schools (5 all-boys and 9 all-girls) in Kuala Lumpur were selected for this study. A modified version of the Pupil Guidance Questionnaire by Gibson (1962) was used. The questionnaire asks about the following services of the guidance program: (1) individual inventory, (2) counseling, (3) students' activity, and (4) information. Generally, it was found that for all students, the trend of opinions towards the Individual Inventory Services, the Counseling Services, and the Information Services was negative, but not for the student activity services. Even when each service was taken separately, students did not find the services helpful in assisting them to make educational, vocational and socio-personal decisions. Unlike

the results of the students' questionnaire, both guidance teachers and school administrators seemed to view the Guidance program positively. However, when each service was taken separately, all but the Student Activity Service were not favorably accepted by the guidance personnel in the school surveyed.

Ohlsen, Leader and Carnes (1979) studied high school seniors' and parents' attitude toward choosing careers in the Vigo County School District in Indiana. A 32-item forced-choice questionnaire was distributed to 822 students and 284 parents. The respondents were asked to indicate whether they agree or disagree with each item. The results of the study show that significantly more students than parents disagree on the items regarding society's values concerning work, occupation as a component of personal identity, sex-role definitions, career choice procedures, and the value of the school counselor in career choice. In general, parents perceived school counselors' services more favorably than students do.

In his study Huffman (1993) examined the perceptions of students in grades six through eight concerning the appropriate roles of the middle school counselor. The Role of Counselor Survey (ROCS) was used for data collection. About 263 students from eight middle schools in rural Northeastern Kentucky completed the questionnaires. The findings reveal that the less favorable perceptions of the counselor's role held by students could be linked to the fact that counselors are very often seen performing administrative duties, causing conflict between the perceived

role of the counselor and his/her actual role. This supports the view that there is a need for role definition of counselors.

In 1996, Choo investigated the expectations toward counseling of Form Four students from three selected secondary schools in and around the town of Malacca, Malaysia. This study involved 60 boys and 60 girls. A modified version of Expectations About Counseling-Brief (EAC-BM) was used to obtain information about the subjects' expectations of counseling. The results indicate that the subjects as a whole have predetermined expectations about counseling. However, the students misunderstood counseling and see it as an advice-giving and helping process which does not require any collaborative effort and personal commitment on their part.

Given the fact that students' perception toward the counselor's role is not appropriate, one might ask a question: Can this perception be changed? More precisely, as questioned by Heilfron (1964): Can students be encouraged to view the counselor as a person who is available to help all students with all types of problems? In her study, Heilfron found the answer to be "yes". This answer implies that school counselors are challenged to clearly define their roles and better communicate their functions to students through comprehensive guidance programs. To meet this challenge, Pietrofesa et al. (1983) suggested that the next generation of school counselors will have to be more active than their predecessors if the counselor role challenge is to be resolved. This activism will require counselors to be more

active than passive in responding to the challenges and being committed to providing the best possible counseling services.

From the studies mentioned above it can be stated that students, to some extent, hold favorable perceptions toward their school counselor. They perceive the school counselor to be a source of help in the area of educational and vocational decision-making. However, students may also have misconceptions with regard to the functions of school counselors. One possible reason is that school counselors have failed in providing guidance services to the students. Therefore, there is a need to further investigate how students actually perceive the counselor's role since feedback from the students can enhance school guidance and counseling programs.

3. Studies relating to teachers' perceptions toward the counselor's role

This section presents a review of studies on teachers' perceptions toward counselor's role. It is a widely accepted idea that teachers are the closest person to students due to their direct interaction with them. Based on this point of view, it is necessary to look at the ways in which the teacher in his or her school typically perceives the counselor. In this regard, Valine, Higgins, and Hatcher (1982) point out if teachers do not know what the role of the counselor should be, it would be most difficult to evaluate the effectiveness of the counselor. Several studies have looked specifically at the perceptions of teachers toward the counselor's role (Amundson & Tosenblum, 1968; Kushel, 1969; Remley & Albright, 1988; Russo & Kassera, 1989; Gibson,

1990; Ginter, Scalise & Presse, 1990; Huffman, 1993; and Peterson, Waldron & Paulson, 1998). Two common themes that emerged from these studies are the role identity of school counselors and misconceptions of the counselor's role. Unfortunately, the findings, in general, indicate that the counselor's role has often been narrowly defined and negatively viewed by teachers. Therefore, as Stanciak (1995) argues, school counselors should reform their roles by defining them more accurately, reorienting the objective of school guidance programs, and then seeking support from other staff members.

With regard to the role identity of school counselors, the common trend is that teachers perceived individual counseling as the primary function of school counselors. In 1965, Gibson conducted a study on teachers' opinion of high school guidance programs. An opinion-type questionnaire consisting of 40 items was administered to 208 secondary school teachers in Ohio, Michigan, West Virginia, and Indiana. The questionnaire covered the areas of general information, individual analysis, counseling, occupational and educational information, group activities, placement and follow-up. In his study teachers appeared to recognize that individual counseling services are the primary responsibility of the school counselor, with other important activities being the provision of informational services and test administration and interpretation. Similarly, Cureg (1983) reported that individual counseling was perceived by teachers to be the "most important" activity for the school counselor and was ranked first. Second was coordinating guidance and counseling activities for students in the classroom. The study also found that teachers

heavily stressed the importance of coordinating guidance activities. About 250 teachers, 70 counselors, 78 administrators, and 100 counselor-educators in the City schools of Manila, Philippines, were involved in this study.

Wilgus and Shelley (1988) also reported that teachers ranked individual counseling highest as actual and ideal counselor function, followed by group counseling. The findings also indicated that counselors spent most of their time on individual counseling. This study was conducted in seven elementary schools in the Tigard School District. Teachers who participated in the study were asked to indicate how they expect school counselors to spend their time.

Russo and Kassera (1989) supported the view that school counselors should engage in individual counseling when reporting the finding of their study on the importance of the counselor's role as perceived by teachers. The sample consisted of 48 teachers and 548 students in Grades ten to twelve at a large suburban high school approximately 18 miles from a major midwestern city. The respondents were asked to rate the counselor's functions in the following areas: administrative responsibilities, educational counseling, personal-social counseling, parent-student consultation, staff-faculty consultation, career development, and career planning. The findings of the study show that educational counseling was ranked first by the teachers, personal-social counseling, second; and career development, third.

In their study of 313 teachers concerning their perceptions toward the counselor's functions in the state of Louisiana, Ginter, Scalise and Presse (1990) found that the role of the counselor appeared to comprise two distinct factors: the helper dimension which centred on problem identification and resolution, and the consultant dimension which was aimed at providing professional or technical advice or expertise. The questionnaire used in this study was a self-report measure developed by M. Smith (1983).

In 1990, Morris and Hueschen stressed that the school counselor's duties include more than counseling. They reported that the counselor's role ranked highest by teachers was "Consultation with teachers about individual student concerns". "Consultation with parents" was ranked second, while "Individual counseling with students" was ranked third, and "Consultation with administrators" was ranked fourth. In their study, questionnaires were sent to one teacher and one counselor at each of the 117 schools that participated in Transient Seminars held at the University of Wisconsin in Platteville. Responses from teachers and counselors were analyzed in line with the counselor's roles proposed in the Wisconsin Developmental Guidance Model.

In his study Ediger (1991) reported that teachers felt counselors should help them in adjusting the curriculum to each student rather than forcing the student to adjust to the curriculum. Ediger also found that teachers felt strongly that counselors need to

be able to work with teachers to identify and solve problems related to discipline, attention for learning, social development, and optimal individual student progress.

The consultation role of the school counselor is regarded as one approach counselors could use to enhance their role image. According to Dinkmeyer and Dinkmeyer (1978) in their article "Consultation: One answer to the Counselor's Role" the consultation role offers counselors superb opportunities to become valued by administrators, teachers, parents, students, and school boards. The consultation role is not only more accountable, but makes the counselor more visible to the people who have an important role in evaluating his/her services. Dinkmeyer and Dinkmeyer further suggest, in order to consult effectively, the consultant must have objectives that provide guidelines for the use of professional time. Four priorities for a developmental model that focuses on management by objectives are: (1) collaboration and consultation with administrators, (2) collaboration and consultation with groups of teachers, (3) consultation with parents in groups through parent education, and (4) collaboration with classroom teachers. Through effective consultation-collaboration, counselors could establish a solid base of operation for themselves within the school system.

Harold as cited in Cureg (1983) comments on the consultation role of the school counselor. He states:

The consultant should serve as an extra pair of eyes for the teacher to help him see children in situations differently than he would otherwise;

an extra pair of hands to help the teacher gather more data somewhat differently than the teacher might look at it; and as an extra mouth to occasionally help teachers interpret children to parents, and an extra pair of ears to listen to the teacher's side of the story (p. 11).

Although numerous studies on teachers' perceptions toward the counselor's role have been done, surprisingly, only a small number obtained positive results. An early study with positive results was that of Steward (1961) who investigated teachers' involvement in running guidance programs in the state of Washington. About 404 teachers were randomly selected as respondents of the study. The teachers had to be employed in a school having a counselor who devoted one-third or more of his time to guidance. The Minnesota Teacher Attitude Inventory was used to collect the necessary data. This instrument consisted of two scales, namely, participation-in-guidance and attitude-to-guidance. The weighted judgments of experts were used in the item analysis of the participation scale. The Edwards and Kilpatrick scale-discrimination technique was followed in the preparation of the attitude scale. The findings show that teachers in Washington participated very actively in guidance program.

In Malaysia, Zoyah (1989) also reported that teachers have a favorable perception toward the counselor's role. She studied the perceptions of school administrators, teachers, and counselors toward guidance and counseling programs in 9 secondary schools in the state of Selangor, Malaysia. A total of 119 respondents consisting of

85 teachers, 16 administrators, and 18 counselors were selected as subjects of the study. A questionnaire and interview were used to collect the necessary data. The questionnaire consisted of 56 items covering eleven aspects: counseling staff, guidance program administration, structure and policy of the guidance program, facilities, individual inventory service, information service, group counseling service, drug prevention service, discussion and referral service, follow-up, and test service. The findings of the study show that school administrators, teachers, and counselors held similar perceptions toward the school guidance program, that is they had a favorable perception toward school guidance programs. Similarly, Gibson (1990) found that secondary school teachers continue to believe that the school counseling and guidance program do make a positive contribution to the instructional program of the school. Gibson's study was conducted to assess the opinion of the classroom teacher regarding counseling and guidance programs in the secondary school. A questionnaire was administered to 180 teachers in 19 Midwestern high schools in Bloomington. The questionnaire consisted of 30 common items covering the areas of general information, individual assessment, individual counseling, career guidance, group counseling and guidance, placement, and follow-up.

The positive perception held by teachers as mentioned above is consistent with that of a recent research report by Peterson et al. (1998). The report was presented at the Annual Convention of the National Association of School Psychologists in Orlando. They reported that teachers feel comfortable working with school counselors and

believe they could gain good suggestions regarding teaching practices from them. However, the number of interactions reported was small, likely due to the limited availability of counselors and psychologists in the schools.

It is apparent also that school counselors find themselves in situations where teachers often misunderstand the counselor's roles and functions. Russell and Willis (1964) examined teachers' opinions toward guidance services in Fairfax County, Virginia. More specifically, this study explored the extent to which teachers give support to the guidance program. The subjects were teachers in five of the 13 Fairfax County intermediate schools. Of the 187 questionnaires distributed, 135 (72 %) were completed and returned. Teachers were given a list of statements and asked to rate them on a scale beginning with "agree," "agree in part," through "no opinion" to "disagree in part" and "disagree". The findings of the study indicated that a high proportion of teachers believed that communication was not good between teachers and counselors. The feeling was also expressed by teachers that counselors tend to overprotect students, and that many guidance practices could be carried out by teachers if they had more time to do so. Teachers also felt that they were left out by the guidance specialists when decisions about students were being made. Other studies have tended to reflect somewhat similar findings.

Willower, Hoy, and Eidell (1967) also found that school administrators and teachers whose dominant attitudes toward the school environment tended to be custodial, favored the maintenance of control or order, and caused humanistic teachers and

counselors to remain silent or pay lip service to custodial concerns. In this study an instrument that measured student control ideology along a custodial-humanistic continuum was administered to 945 teachers, 181 principals, and 180 counselors in Oklahoma.

In a similar study, Amundson and Tosenblum (1968) undertook a study to identify teachers' perceptions of the role of the secondary school counselor in Illinois. The sample of this study was drawn from five Illinois schools representing two schools in a large metropolitan area, two schools in a smaller urban area, and one school in a rural area. The teachers were asked to respond to the questionnaire according to a five-point scale (agree, agree in part, no opinion, disagree in part, and disagree). The questionnaire consisted of eight statements. In addition to rating the statements, teachers were asked to add their own comments, specific or general, concerning counselors and the counseling services. Out of 448 questionnaires distributed, 352 were returned, equivalent to a 78.6% response. The findings of the study indicated widespread misunderstandings and misconceptions of the counselor's role. The conclusions reached as a result of this study show that there is a need for a better understanding of the role of counselors among teachers.

In New York, Kushel (1969) investigated classroom teachers' views about guidance counselors in the secondary schools and reported that teachers perceived school guidance as a scapegoat. About 100 classroom teachers were informally interviewed regarding their views of guidance and guidance counselors. The teachers who

participated in this study ranged in age from early 20's to mid-60's. The interviewee was informed that he would be asked about his feelings toward guidance counselors based on his experience, and was told that no prior preparation would be necessary. Each interviewee was asked to describe a number of concerns he had about guidance and guidance counselors. The concerns were placed into four categories: (1) what teachers think counselor attitudes are toward classroom teachers; (2) what a number of teachers think counselor attitudes are toward students; (3) what teachers think about the professional competency and effectiveness of guidance counselors; and (4) what teachers think the counselors' private attitudes are toward self and job. One possible explanation for this unfavorable perception, as stated by Baker (2000) is that the school guidance program had never been described, explained, or outlined to the teachers specifically for informational purposes.

In their study, Valine et al. (1982) compared the counselor's role as perceived by teachers in 1972 and 1980 in southeastern United States. The two communities had several characteristics in common that gave a basis of comparison regarding the school guidance program. In 1972, 103 teachers were asked to respond to a survey instrument of 15 items relating to possible counselor roles in the schools. The same 15 items were presented to 100 teachers in 1980. The findings of the study showed that in 1972 teachers appeared to be more "undecided" about the counselor's role with the percentage of undecided choices being higher than the 1980 responses on ten of the fifteen items. The findings also indicated a significant number of teachers

viewed the counselors as ineffective. The 1980 sample indicated 26% held this view with another 32% undecided, whether or not counselors are effective. To have 58% of these teachers question the effectiveness of counseling is disturbing. This may well relate to the discussion of not understanding the role of the counselor in the school.

Remley and Albright (1988) also found that teachers felt school counselors are not performing the functions that would satisfy the needs of students and teachers. The teachers surveyed said that school counselors spend too much time performing administrative tasks, instead of assisting teachers and counseling students. In their study, Remley & Albright attempted to determine current perceptions of the role of middle school counselors held by teachers, students, principals, and parents in Washington, D.C., the suburbs of Virginia and Maryland. To collect the data, 11 researchers were trained to conduct structured interviews with the respondents. Each researcher conducted four interviews, one with an individual from each population. The structured interviews consisted of the following items: (1) What tasks do you think middle school counselors actually perform? (2) Describe a good middle school counselor? (3) Are middle school counselors necessary? and (4) Do you have any other comments or ideas about middle school counselors ?

Huffman (1993) conducted a study to examine the perceptions of teachers, administrators, parents, and students in grades Six through Eight concerning the appropriate roles of the middle school counselor. The Role of Counselors Survey

(ROCS) was completed by 263 students, 111 parents, 43 teachers, and 8 administrators (N=425) from eight middle schools in rural Northeastern Kentucky (an eight-county, rural area located in the Appalachian Mountain region). The findings indicated that teachers often saw counselors as an alternative to administrative personnel because of the administrative duties that are often thrust upon them.

After reviewing the negative perceptions held by teachers toward the counselor's role, Baker (2000) in his book entitled *School counseling for the twenty-first century* noted some unfortunate effects of these unfavorable perceptions. He claimed that teachers may distant themselves from counselors. Then, counselors may become minimally effective professionals, and others may become frustrated and leave the profession. In order for school counselors to perform their duties and tasks more effectively, Gibson (1965) suggested that administrative duties outside of the school guidance program, such as attendance checking and recording, and coordination of field trips should not be a part of the responsibility of the school counselor.

From the review of the literature cited above, it is obvious that teachers often misunderstood the school counselor's role. The misconceptions concerning the counselor's role could be linked to the fact that counselors often perform many tasks not directly associated with counseling. It is also because counselors fail to clearly inform teachers about the guidance programs. As such, it is recommended that

school counselors validate their roles and duties by defining them more accurately to every one.

4. Studies on guidance and counseling in Indonesia

Numerous studies on school guidance and counseling have been conducted in Indonesia within the last two decades in an effort to identify the counselor's role. The common problems investigated in these studies are: (1) professional roles and performance of school counselors (Faridati Zen, 1989; Faqih, 1995; Suryadi, 1997; Rahayu, 1997; Sulistyarini, 1998; Qomariah, 1999; and Ilmiah, 1999); (2) students' acceptance toward counseling services (Soenardi, 1997 and Chairuddin, 1997); (3) students' problems (Prayitno, 1980 and Basuki, 1986); (4) barriers and obstacles faced by school counselors in conducting guidance programs (Hidup Mulyo, 1995; Suratno, 1996; Erawati, 1997; Muhklisoh, 1998; and Iksan, 1998); (5) in-service training needed by school counselors (Winoto, 1992 and Baidun, 1996); and (6) the relationship between guidance service and students' achievement (Mudjiran, 1988; Teguh, 1989; Tidjan, 1989; Suarni, 1991; and Basri, 1994).

The findings of the studies, in general, indicate that students are aware of the importance of school guidance programs, but the performance of the school counselor is found unsatisfactory. This could be due to the lack of facilities and lack of professionally trained counselors. For the school guidance to be more effective and meaningful, a lot needs to be done in Indonesia, such as designing a

comprehensive guidance program, providing sufficient facilities and fund, and have training programs for school counselors.

In the 1990's, Faqih (1995), Suryadi (1997), Rahayu (1997), Rasimin (1997), and Sulistyarini (1998) reported that school counselors play an important role in helping students in personal, educational and vocational matters. In his study, Faqih (1995) assessed students' perceptions toward the counselor's functions in Probolinggo, East Java. The subjects of this study consisted of 203 students drawn from 4 senior secondary schools. The respondents were asked to identify what services the school counselor should provide to the students. The findings of the study indicate that more than half of the students surveyed (55.17%) felt that counselors played an important role in running the guidance program. Their roles are seen in the following services in order of importance: information, orientation, counseling, follow-up, referral, placement, and data collection.

In more recent times, the role of counselors seems still vague as studies were being carried out on the subject. For example, Suryadi (1997) conducted a study to identify the roles that the school counselor should play in the counseling programs in Pondok Modern Gontor, East Java, Indonesia. An attempt was also made to explore students' views toward the counselor's role. To achieve these purposes, a self-developed questionnaire was utilized. The instrument was a five-point Likert-type scale. Of the 4,434 students in the schools, 240 were randomly selected to participate in the study. The results of the study indicate that the students generally agree that

the school counselor should perform four main roles, namely, a general role, an academic role, a personal role, and a vocational role. Furthermore, the students' views toward the school counselor's role are favorable. In conclusion, the study recommends that the school counselor should play his or her role, as suggested by the students, as much as possible because the school counselor is the most suitable person to conduct guidance and counseling programs and should maintain the students' favorable views toward him or her as well.

In another related study, Rahayu (1997) studied teachers' perceptions toward the secondary school guidance and counseling program in Malang. Forty two out of 341 secondary schools teachers were selected to participate in the study. The teachers, all holding degrees in Education, were drawn from 9 secondary schools in Malang. The findings of the study show that 54% of the teachers felt the importance of guidance and counseling services. It was found also that a majority of the teachers surveyed (92.9%) indicated that individual counseling is the main role of the school counselor. However, only 52.2% felt that counselors had performed their role.

Some important roles of school counselors as reported by Rasimin (1997) is providing information on the nature of jobs, developing students' study skills, and helping students in self-understanding. These were perceived by 300 students, ranging from Form One to Form Three who were randomly selected to participate in this study.

Sulistiyarini (1998), in her study, found that school counselors and subject teachers play an important role in implementing guidance programs. One such role is establishing good relationships with school personnel. This implies that good and healthy relationships with school personnel have a great effect on the effectiveness of the guidance program. The subjects of this study consisted of 8 secondary school counselors and 41 subject teachers in Trenggalek, East Java.

Studies have also been done on group counseling. For example, Faridati Zen (1989) conducted a study on the implementation of group counseling techniques by secondary school counselors. This study involved all secondary school counselors in Malang. The findings of the study show that only a small number of school counselors carried out group counseling to achieve the objectives of the school guidance program. This is because school counselors feel that they lack group counseling skills. The study recommends that further in-service counseling technique training is urgently needed to improve the quality of the school guidance program.

Qomariah (1999) in her study reported that counseling services in secondary schools were not conducted in an orderly manner. Some of the reasons given were the lack of facilities and professionally trained counselors. In this study, the data was collected through a self-developed questionnaire and distributed to 25 teachers and 55 students in Islamic boarding schools (Pondok Pesantren) in Mojokerto, East Java.

A study by Ilmiah (1999) shows that more than half (54.2%) of the teachers felt that guidance services were less important, only 45.8% of them indicated that guidance services were important. The findings also show that 54.2% of the teachers felt that counselors performed their duties, and the remainder stated that school counselors did not perform their duties. This study was conducted in Dharma Wanita 01 secondary school, Malang. Twenty four teachers in this school were selected as subjects of the study. The teachers were asked to rate the importance of guidance services as well as the counselor's performance.

It is apparent also that students were dissatisfied with the counseling services they received from school counselors. Soenardi (1997) conducted a study to investigate how students actually feel about the counseling services given by the school counselor. A self-developed questionnaire was administered to 187 students at Public Senior Secondary Schools, in Malang, East Java. The results of the study show that 64.7% of the students received counseling services, but 50.9% were not satisfied with the services because most of their problems were not solved after they were counseled by school counselors. Students also felt that school counselors lack experience in handling counseling services. Chairuddin (1997) conducted a similar study to assess how university students feel about counseling services given by their academic advisors. The subjects of his study consisted of 114 students from 5 faculties at IKIP (Institute of Teacher Training and Education) Malang. The findings of the study show that students perceived that the educational guidance

services given by their academic advisors were unsatisfactory and did not meet the required objectives of guidance as stated in the student academic guideline book.

With regard to student problems, there were two studies conducted in 1980 and 1986. Prayitno (1980) carried out a study on student problems and problem-solving resources as reported by students in Public General Senior Secondary schools, in West Sumatra, Indonesia. The subjects of the study consisted of 405 students (201 males and 204 females) ranging from Form One to Form Three. Two instruments were used, namely, a problem checklist adapted from the Mooney Problem Check List and a self-developed student questionnaire. The former was used to uncover an individual's problem or problems. The student questionnaire was used to collect data concerning the student's perception toward problem-solving resources. The findings of this study indicate that more than half of the students (66.2%) have problems in all the eleven-problem areas, and only a very small number (0.5%) experienced problems in only four areas of the Mooney Problem Check List. The findings also reveal that most of the students (83.7%) were willing to talk about their problems to the school counselor. Finally, the findings show that most of the students (88.6%) were informed about the guidance services and recognized the school's responsibility in helping them, but most of them felt that they were not being understood individually by the school and did not feel free to seek help in dealing with their problems in the school.

In his study Basuki (1986) found that problems brought up by students to the school counselor include study problems, academic problems, job problems, social problems, economic problems, utilization of leisure time problems, and interpersonal relationship problems. The findings also revealed that very few students utilize counseling services, as they are not sure about the advantages and the benefits of those services. The subjects of this study consisted of 182 public senior secondary students in Malang. The students were asked to indicate the kinds of problems they discussed with the school counselor.

From the review of the studies, we can conclude that school counselors face various barriers that prevent them from conducting the guidance program effectively. Hidup Mulyo (1995) studied burnout among secondary school counselors in the province of East Java. The respondents were asked to identify the kinds of emotional feelings they faced in conducting guidance programs. It was found that secondary school counselors in implementing their functions experienced anxiety, hopelessness, pessimism, conflict, job refusal and self-isolation. Some factors which lead to these feelings are inadequacy of school facilities, lack of opportunity to be promoted, non-conducive work climate, inharmonious interpersonal relationships, lack of self confidence, and lack of motivation.

A study by Suratno (1996) identified the extent of cooperation between school counselors and school personnel in implementing guidance programs. About 24 counselors, 24 subject teachers, 24 class teachers, 8 principals and 16 administrative

staff in 8 secondary schools in Malang were chosen as the sample of the study. The findings of the study show, in general, school personnel are not supportive and cooperative with school counselors in conducting guidance programs. This is mainly because school personnel are not clear about their duties or roles in school guidance, they lack of knowledge about guidance and counseling, and they have excessive school work. In support to this Erawati (1997) reported that all school personnel except the principals did not actively support guidance programs. This study involved 8 principals, 32 subject teachers, 32 counselors, 24 administrative staff, and 32 parents in Malang, East Java.

In her study Mukhlisoh (1998) identified barriers and obstacles faced by school counselors in implementing the school guidance program in Malang, East Java. The findings show that the majority of counselors felt they were not given sufficient time to meet students in their respective classes in order to introduce counseling services to them. Counselors are also assigned additional duties which are not in line with their profession. Furthermore, the school policy is non-supportive and there is a lack of facilities. The study further reported that school counselors seldom evaluate the guidance programs as they were busy with administrative work; they lacked evaluation tools, and most importantly school counselors perceived evaluation as unimportant. Iksan (1998) ran a similar study and found that inadequate funds were regarded as a serious barrier in carrying out guidance programs. The subjects of this study were 39 secondary school counselors drawn from 9 schools in Malang, East Java.

The review of studies also reveal that school counselors in East Java need further training to improve their counseling skills. In his study, Winoto (1992) attempted to discover the need of primary school teachers for consultation services. About 184 primary school teachers in Malang were asked to rate the kind of services they need from the school counselors in order to improve their counseling skills. The results of the study show that nearly half of the primary school teachers need consultation services to improve their skills to guide pupils in their school work. They needed the following services in order of importance. They are use of students personal records, understanding student characteristics, individual counseling, orienting to school atmosphere, preparing a conducive learning environment suited to student needs, improving students' participation in school programs, providing educational and occupational information for students, cooperating with teachers, and making referrals.

Baidun (1996) identified the counselor's need for in-service training in his study involving 105 secondary school counselors randomly selected out of 821. The sample was drawn from 44 public senior secondary schools and 44 public vocational schools in East Java. A self-developed questionnaire was distributed to school counselors attending an in-service training program in August 1990, in Malang. The results of the study reveal that school counselors, in general, really need in-service training. The training program includes the following activities, in order of importance: basic educational research on guidance and counseling, theory and techniques of improving the instructional process, counseling techniques, guidance

materials, and techniques of implementing the guidance service in line with the instructional program. The findings further note that seminars, comparative studies, and discussions are perceived by the school counselors as important means to run the above in-service training.

The review of studies also reveals that many studies have been done in an effort to determine the correlation between students' perception of school guidance services and students' achievement (Mudjiran, 1988; Teguh, 1989; Tidjan, 1989; Suarni, 1991; and Basri, 1994). A study by Mudjiran (1988) shows that there was a positive correlation between the degree of students' acceptance for guidance and counseling services and students' achievement. This study involved 323 students from 3 senior secondary schools in Padang, West Sumatra. This finding is consistent with that of Tidjan (1989) who studied the relationship between students' perception toward guidance services and their adjustments in school. The study involved 350 students (176 males and 174 females) drawn from Form One to Form Three in public senior secondary school (SMU 9) Yogyakarta. The findings of the study indicate that students with good attitudes toward guidance and counseling services showed more adequate adjustments in school compared to those with only a fair attitude toward guidance and counseling.

Teguh (1989) also found that there was a positive correlation between students' perceptions of guidance services in school and students' achievement. The subjects of this study were 389 Form Two students taking Physical Sciences study program

(A1) and Social Sciences study program (A3) in public senior secondary schools in Palembang, Sumatra. Questionnaires and intelligence tests were used to collect the data.

In addition, the findings of Suarni's (1991) study show that there was a positive and significant correlation between: (1) the quality of guidance and counseling programs and the degree of students' acceptance of the guidance and counseling services, (2) the quality of guidance facilities and the students' acceptance of guidance and counseling services, and (3) the quality of the counselor's professionalism and the degree of students' acceptance toward guidance and counseling services. The sample of this study consisted of 690 secondary students in the Badung region, Bali. Out of this sample, 229 students were from schools with good quality guidance and counseling program, 234 students were from schools with moderate quality guidance and counseling, and 227 students were from schools with a poor quality guidance program. In support to this finding, Basri (1994) found that there was a positive correlation between the students' attitude toward career guidance services and the students' adjustment in school. The subjects of this study were 205 public secondary school students in Gowa district, South Sulawesi.

The review of studies on guidance and counseling as presented above indicated that although there have been studies conducted in the areas of guidance and counseling in Indonesia, the role of the school counselor remains unclear, and the counselor's performance is found unsatisfactory. The above studies also indicate that there are

certain areas of weaknesses that need to be overcome in order to achieve the objectives of the guidance program. Furthermore, the above studies are limited in terms of sample size, instrument for collecting the necessary data, research procedure and certain different conditions of the respondents. Further studies are needed to determine the counselor's roles and functions and to identify what is lacking and needs to be supplied, what is misperceived and needs to be clarified in relation to the educational system and environmental condition peculiar to one's province. This effort, no doubt, will lead to the counselor's professional identity and an effective counseling program. It is important to note that without such identification of the role of the school counselor, it is unlikely that the guidance services will be implemented successfully.

Summary

In this chapter studies related to the present study were reviewed. The review of literature reveals that confusion and debate about the role of school counselors seems to have accompanied the profession from its beginning in the early part of the twentieth century. It also shows that there is a profound disagreement among students, teachers, principals, administrators and other school personnel with respect to the appropriate roles and functions of school counselors. In other words, there is evidence of confusion and lack of clarity with respect to the counselor's appropriate responsibilities. The review of related literature further indicates that although many attempts have been made to evaluate ongoing guidance programs, the proper role and function of the secondary school counselor in the total educational program

remains a matter of considerable debate today. Until full professional status has been attained, it is doubtful whether counselors will be given much recognition by students, teachers, and other school personnel. Therefore, in the twenty-first century, as early in the school year as possible, the school counselor must have a sense of purpose, a clear understanding of his or her role and function in order to provide meaningful, unified, and effective guidance services. School counselors should also try to find out what students and teachers think the role of the school counselor should be so that they may use the findings to carry out the guidance and counseling programs more effectively. In short, we can say that as the counselors come to understand their legitimate role within the school environment, they can act appropriately and expeditiously to carry out those responsibilities which are legitimately theirs. The present study could prove to be of some value in contributing further data on the school counselor's role in East Java, Indonesia.